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Primary aspects of the educational administrative internship are described, based upon preliminary findings of a Ford Foundation interuniversity internship program conducted at Cornell University, Syracuse University, the University of Rochester, and the State University of New York at Buffalo. The program's rationale is defined, the historical development of the intern concept in other fields is reviewed, guidelines of the internship project are outlined, and advantages as well as disadvantages of the administrative internship are analyzed. Types of internships in education are listed, and a survey is reported of the internship programs currently being conducted at nine universities in the State of New York. A bibliography of 33 items published between 1954 and 1968 is appended. EA 002 417 is the final report of the interuniversity program. (JK)

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The Administrative Internship In Education

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FOREWORD

This article was prepared for possible consideration by the New York Regents advisory committee on Educational Leadership. It is now being made available to those interested in the administrative internship in education.

The statement was to have been prepared by representatives of the four up-state Universities (Buffalo, Rochester, Cornell and Syracuse) since they had been engaged in an inter-university internship program aided by Ford Foundation funds. Movement of personnel and other pressures resulted in placing the responsibility for the preparation of this document on two professors of the State University of New York at Buffalo. Hopefully the experiences of personnel of all four universities have been incorporated in this writing.

Professor Hartley is now acting Chairman of the Department of Educational Administration at New York University.

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INTRODUCTION

The variety of goals designed to improve public education is surpassed only by the variety of the proposals for achieving such goals. A general consequence of many bandwagon approaches to educational innovations is an increase in resistance, skepticism, and distrust by those who are asked to support them. Programs are advocated without adequate consideration of their total value.

A need exists for meaningful innovations and experimentation which can justify investment by their measurable contributions to human betterment. The concept of educational internship represents an experimental program which may be implemented, analyzed, and evaluated in an objective and systematic manner. Education will not benefit from an "attack" or "defense" of new, experimental programs, but it will be helped if responsible persons attempt to study programs such as the internship by means of dispassionate analysis, empirical examination, and cooperation among interested parties.

THE INTERN

The concept of internship traces some of its roots to the Greeks during the Age of Pericles, when it was believed that the art of governing exemplified human excellence. A man who was to be entrusted with the great responsibility of leadership was encouraged to devote much time to the pursuit of wisdom, and this included studying and working in the actual environment. Thus, academic preparation was transformed into real conditions. In Book Seven of the *Republic*, Plato included a form of internship as a requisite for those who were preparing to govern the populace.

The internship, which in some ways resembles the apprenticeship developed by the early guilds and the modern skilled crafts industries, is generally associated with the medical profession. The

medical internship follows a period of rigorous academic preparation and is designed to introduce the intern to the actual experiences he will face as an unsupervised M.D. In the field of surgery, the intern attempts to integrate sound technical skill with good surgical judgment. Experience has shown that book-learning alone does not provide these skills. The rationale underlying the internship is that the academic training is best utilized if it can be applied to practical solutions under supervised conditions. In this manner, the intern is encouraged to exercise his own judgment, but he is not completely alone in his undertakings. The nature of the various work relationships can be related to individuals by a preparation program which coordinates both theoretical and practical considerations. Other professions such as law, theology, and accounting make use of some sort of supervised work experience which is designed to increase the competency of the learner as he pursues his career objectives.

THE ADMINISTRATIVE INTERNSHIP IN PERSPECTIVE

Professional educators have applied the internship, or some modified version of it, to programs involving the preparation of teachers, administrators, and various specialists. The status of American educators has improved considerably in recent years; and this fact may be partially attributed to the sometimes reluctant admission that education is becoming more specialized, is exhibiting more characteristics of other full-fledged professions, and is putting more emphasis on the preparation of competent practitioners.

In the field of educational administration, the role of the internship has been developed and included in the preparation programs of approximately one-fourth of the universities in New York State. The movement was initiated by the profession itself, and was promoted by the American Association of School Administrators and the National Education Association, working cooperatively with other professional associations. The purpose was to help

upgrade the profession by providing "field" experience which consisted of more than a mere apprenticeship. In an evaluation study, the A.A.S.A. concluded that ". . . the internship is so important that it is the *sine qua non* of a modern program of educational administration."¹

The internship has also been utilized in areas of administration other than education. In public administration, for example, selected students have served in non-elective municipal and state administrative positions under the supervision of the academic institution and the professional administrators. Business and industrial training programs for junior executives have followed the governmental pattern and made use of supervised on-the-job training programs. In order to receive a master's degree in hospital administration, students may be required to spend a "residency" year in a hospital so that they can relate verbal classroom information to actual field experiences. Hotel administration also incorporates elements of the internship concept as do many other career-preparation programs. Although there is a great deal of variance in the types of programs, the degree of participation among the preparing institutions, and the means for financing them, the various fields of administration appear to share the belief that some form of an internship is a desirable element in preparation programs.

In certain professions, a prescribed internship is necessary before an individual can obtain: a certificate or advanced degree from the professional school; a state certificate or license to administer; professional employment; or recognition of membership in professional societies. Educational administration has not yet formulated such rigid restrictions, but it is attempting to assess the overall strength and effectiveness of internships by cooperative ventures among professional institutions.

Administrative internship programs have been sponsored by school

¹*Professional Administrator's for America's Schools* (Washington, D.C.: A.A.S.A. 38th Yearbook, 1960). p. 82.

districts and universities for many years, and a current project in New York State contains a unique form of cooperation within the profession. Assisted by a five-year grant from The Ford Foundation, four universities are engaged in a unified program to develop further the quality of administrative performance in public schools. Cornell University, Syracuse University, the University of Rochester, and the State University of New York at Buffalo have established an inter-university program in order to provide a developmental study of the administrative internship in education. The general purposes of this comprehensive investigation are to give interns an unusual opportunity in supervised on-the-job experience which would better prepare them for administrative careers and to help improve the quality of administrative leadership in public education. It is important to note that this is a frontier-type developmental program, and it is one of a number of studies by states, universities, and local districts which are designed to shed light on the internship perspective.

Several of the guidelines for this project are described below.

1. Candidate interns are selected on the basis of a sound educational background, academic competence, and evidence of potential for developing outstanding leadership and administrative competency.
2. The primary consideration in assigning an intern is the kind of activities and experiences which will contribute to the education of the intern. A second consideration is the service the intern can render to the school district.
3. Interns are given a planned variety of meaningful and responsible assignments as well as recognized positions within the administrative structure of the district. At the beginning of the year the school district develops with the university and the interns a list of duties to be performed by and other learning experiences to be provided for the intern. The intern does not become merely a servant of the school system.

4. Each intern is expected to devote approximately half his time to instructional supervision and leadership of the educational enterprise, including close work with teachers on newer methods and media in teaching, and newer staffing arrangements.
5. Each sponsoring administrator works closely with the intern, schedules conferences regularly, and devotes a sufficient amount of time to assisting the intern in his work assignments to assure adequate opportunities for his development.
6. Evaluation procedures focus upon the performances of individual interns, upon the seminars, and upon the total project. Supervision and evaluation of interns is provided jointly by the sponsoring university and the cooperating school district. Characteristics of the intern to be evaluated include: ability to relate to superordinates, peers, and subordinates; flexibility balanced by the ability to stand firm; ability to identify, define, and solve problems; curricular and other technical knowledge; level of maturity; ability to handle his own motivations; and ability to communicate.

At the present time a final descriptive and evaluative report of this Inter-University Project is being prepared by the cooperating universities. Throughout the project emphasis has been placed upon improving educational leadership in New York. Attempts have been made to help students of administration to learn how to effect adaptation of instructional programs and organizational patterns in a society whose only constant is radical change. The rationale is that a well-planned program of study may be combined with a realistic internship experience in a carefully chosen school system in order to produce better prepared administrators. This is an area undertaking (Central and Western New York), but it has statewide implications. The ultimate goal for the entire state is educational betterment, and this project is an initial step in that direction.

UNIQUE ADVANTAGES OF THE INTERNSHIP

At its best, the internship presents a vital, real-life opportunity to integrate academic preparation with the professional demands of actual situations. For example, in making decisions, the intern must evaluate real alternatives, and he must face the consequences of his choices. Although "in-basket" projects and other simulated materials are valuable in the training of administrators, they may be inferior to the internship in so far as they attempt to act as substitutes for reality.

An educational internship provides the unusual opportunity for a person to engage in on-the-job experience under the supervision of competent advisors. These career-oriented learning experiences from an integral part of the total preparation program and generally they constitute the culminating sequence of the supervising institution's responsibility. The institution establishes the content of the internship program, provides counsel when needed, maintains systematic supervision, and evaluates the program on the basis of overall goal-achievement. The success of the internship in administration is due partially to the fact that it facilitates continual assessment and is flexible enough to permit desirable changes. In educational administration, the internship is frequently a four-way partnership involving the state, school district, university, and the intern, and so a high degree of diversity within a unified framework is most desirable.

One may contend that the internship is an evolutionary concept, and it is reasonable to assume that such a developmental program may gain efficiency as those guiding it are able to profit from past experiences. Because of such factors as increased specialization within administration, competitive recruitment for candidates, and the trend toward commitments to careers at earlier ages, preparing institutions have placed greater stress on the internship's contribution to self-realization.

Advantages for the Interns—For many students, the internship is the

only means by which a broad educational experience at all levels and in all aspects of the school system can be had in any way other than through a prolonged period of deliberately varied assignments while employed. The intern learns more of the technical skills and processes of administration and he can apply conceptual learnings to the work situation. He obtains intensive experience with certain administrative tasks and roles and has the opportunity at least to observe extensively a wide variety of administrative situations and tasks. In this manner, the student of administration internalizes the role of the educational administrator and is inducted into the sub-culture of the administrative profession. It is quite probable that the internship results in fundamental changes in the role expectations of the intern; this is not nearly as likely to occur in those aspects of training which rely on formal course work. Also the internship will likely facilitate the entrance of the intern into an administrative career. School districts tend increasingly to prefer interns for administrative positions over candidates without such experience.

Advantages for the Participating Public Schools—The internship program encourages supervising administrators and other administrators to continue their professional growth by their planning for, explaining and interpreting to, and answering challenges of the interns. It directs attention to the evaluation of administrative performance and behavior and it provides additional administrative staff assistance to accomplish vital administrative tasks. Schools are confronted with the inevitability of change, and the intern may serve as a change-agent who helps to incorporate meaningful innovations into existing school structures. Professional help is made available to the participating school districts in the form of consultants and resource specialists.

Advantages for the Universities—The internship provides an important linkage between public schools and universities. This helps to reduce the lag between the development of new knowledge, methodology, and media by administrative theorists and the implemen-

tation by practitioners. Supervising professors are provided with field experiences which challenge them to relate their knowledge to practical school operating problems. In this matter, professors are given a better opportunity to advise and appraise the interns. By using the school as a laboratory in this project, the university is providing an important service to the intern, the school, and the profession. Although some local school districts operate their own internships, most of the programs are university-supervised in cooperation with the state, the university, and the local district. This type of cooperative program encourages the integration of knowledge and practice because the interns must satisfy academic university requirements before they enter the experimental phase of the program. The internship may tend to attract competent persons to apply for admission and thus raise the general quality of university graduate students.

In addition to the advantages of the internship discussed above, there are other benefits which are presently less clear and demonstrable. One might speculate that the internship is particularly useful in the processes of inducting people to administration and supervision. There has been a tendency for a relatively large proportion of those involved in teaching and other aspects of school service to seek preparation as an administrator. This may be dysfunctional because the individual is preparing for a change of role which he is not likely to be able to assume in the near future, if ever. If the administrative preparation program were effective, the return to and continuation of classroom teaching might be inappropriate after preparing for administrative service. A person who had aspired for an administrative position but was not selected may, as a consequence, be a less effective teacher and may be critical of those who do administer the school in which he teaches. Thus, the internship serves as a major vehicle for turning aside the tide of partially committed people and reinforcing the commitment of those who choose to undertake it. In this manner, the internship is strongly functional as a device for the selection of administration candidates. It might also tend to elevate younger and partic-

ularly competent individuals into high-level administrative positions quickly. Perhaps one of its major assets is that it can by-pass the traditional escalating steps to higher positions in school administration, thus minimizing problems such as seniority rights, localism, in-breeding, and others.

LIABILITIES AND PROBLEMS OF THE INTERNSHIP

The major disadvantages of the internship include the relatively high cost of preparation, the considerable investment of school district and faculty time which is required to provide an adequate experience, the difficulty of encouraging school districts to provide an adequate role for learning and performance, the tendency for the intern not to return to the university for the completion of his doctoral program, and the difficulty in developing the proper co-operative working relations between the universities and school systems.

The internship is an expensive undertaking if it is administered well. It requires considerable staff time both from the university and from the cooperating school system in devising opportunities for the intern to assume functional responsibilities in the school system, while retaining an emphasis upon his learning role. The schools may have some difficulty both in differentiating between the learning and the performance roles of the intern and in providing a wide variety of administrative experience and opportunities for observing. Public schools are faced with the problem of either justifying a financial contribution to administrative training as a legitimate personnel cost or attempting to secure sufficient performance service from the intern to justify a reasonable salary at a level of teachers' salaries. The role of the intern must be explained to other school personnel and this is not always an easy task. Occasionally, the schools do not obtain maximum value and service from the supervising professors.

Lack of competence on the part of any of the parties to the internship can result in the interns' merely marking time in a hidden or protected slot in a school system. Difficulties arise when interns get completely enmeshed and engrossed in the local school situation without preserving any of the detachment of the real student observing and evaluating in a critical manner. The internship experience may unduly emphasize the immediacy of concrete problem resolution at the expense, in the preparation program, of development of clarity in value, broad perspective, and a more theoretical understanding of organizational behavior.

The universities are faced with the problem of recruiting, selecting, and evaluating school systems which will provide genuine learning opportunities in administration for interns. They must also identify faculty members who will commit themselves, with sincere professional concern, to developing and coordinating an internship program, to supervising and counseling interns conscientiously, and to conducting appropriate high quality intern seminars. It would be desirable if professional participation in internship programs were rewarded at a higher level of regard, more nearly like the regard paid for participation in research.

Despite these limitations, the internship can contribute substantially to the improvement in preparation programs for New York school administrators. None of these liabilities, nor any combination of them, should be viewed as cancelling out the value of the internship. Rather, they would seem to call for stronger support. The difficulty initiating or maintaining an internship program centers around inadequate financial support and lack of coherence among the various programs due to the lack of centralized information at the state level.

TYPES OF INTERSHIPS

Educational interns have served, or could serve, in such positions as: student teachers; guidance-counseling, or curriculum specialists;

special education supervisors; state education department officials; assistants to building principals; assistants to district superintendents; business managers and other central office positions. In addition, internships might be successfully developed in educational agencies and associations; with county superintendents or similar intermediate units; with educational publishing companies and research firms; in administrative positions with vocational schools, junior colleges, colleges, and universities; with school architects and consulting firms; and in positions which prepare students for professorial careers.

SURVEY OF UNIVERSITY INTERNSHIP PROGRAMS IN NEW YORK STATE

To determine the extent to which the internship is included in the educational administration program of universities located in the state of New York, a questionnaire was mailed to twenty-eight member institutions of the Collegiate Association for the Development of Educational Administration (C.A.D.E.A.). Responses were received from 24 of the 28 and the results are shown in the paragraphs which follow. Individuals were encouraged to express freely any comments which they wished to share concerning improvement in the administrative internship. A representative listing of these comments is presented below although the authors are not identified.

Institutions which have Internship Programs—Nine of the institutions (38%) that responded have an administrative internship program. In five of the schools, the duration of the program is one full year. Three of the schools allow one semester or a full year; one school limits its program to a single semester.

Seven of the institutions implement the internship late in the doctoral program but prior to the formal initiation of the dissertation. The

remaining two schools require only that the doctoral program be under way.

In responding to a question asking how many persons have completed an internship in each of the past several years, one school had no "completions" because its program was new. Three schools have had six interns for each of the past four years; one school has averaged four interns over the past five years; one school is now in its second year and has six interns; and the remaining three universities have averaged twelve, ten, and five interns per year.

Six institutions stated that they will allow the student to perform his internship in a public school in which he was previously employed. Of these six, three did not recommend this practice as an official policy. Three schools do not permit this practice at all.

Seven institutions do not prohibit the intern from being employed in the school district in which he served his internship, although two of these do not recommend this practice. The other two schools generally prohibit this practice.

The interns in eight of the universities receive a salary commensurate with the amount they would receive as a teacher on a step on the pay scale appropriate to their experience and training. One program gives the intern half of the base salary for a beginning administrator.

The number of interns supervised by a single faculty member ranges from one to twelve, and the average number is five. The university which reported twelve admitted that this figure is "unrealistic." Two of the institutions have not yet formulated a policy on this issue.

The final question which was directed at the nine universities that provide internships concerned the equating of the supervision of interns in terms of academic teaching loads. In one university, supervision constitutes one-half of the professional load. In four

of the universities, the supervision of interns is equated with one three-hour course. Two schools give one hour of teaching credit per intern; two schools have not yet developed a formula, and supervision is presently an overload.

Institutions Which Do Not Have Internship Programs—Among the fifteen institutions which reported having no internship program, twelve indicated a desire to have one. Two would not be receptive to a program at the present time, and one did not respond to the question.

Five of the schools favorable to internships reported that their programs would prepare students for both elementary and secondary principalships. Three would offer programs leading to secondary certification only, and four would prepare students for principalships at the elementary level only.

In addition, four of the institutions would offer internships for positions in supervision, two would offer internships for guidance personnel, and one would offer an internship for superintendents.

Asked to state problems which prevented them from having an internship program at the present time, 9 of 15 institutions listed a lack of finances. Other problems listed were:

1. Lack of full-time students
2. Lack of a full-time graduate program
3. Absence of interest in administration in the locality
4. Lack of "local willingness" and desirable working situation for an intern
5. Problem of obtaining approval for the proposed program
6. Lack of schools in which to place interns
7. Reluctance of boards of education in metropolitan areas to become involved in an internship program

As one would infer from the above paragraph, a majority (10) of the schools favoring an internship program would have the state play

a major fiscal role in the inception and maintenance of internship programs. Other roles which they indicate the state might assume are:

1. Advisory
2. Liaison with desirable schools in which interns might be placed
3. An agency for "setting up" pilot programs in certain areas of the state
4. Endorsement of internship programs
5. An agency for the collection and dissemination of information helpful to persons involved

SUMMARY AND CONCLUSION

The preceding paragraphs contained a description of the administrative internship, its rationale, an analysis of its unique advantages and disadvantages, a brief discussion of a Ford Foundation inter-university internship project, a listing of the various kinds of internships and a report of a survey of the various university-sponsored internship programs in the state of New York.

Greater attention is being directed toward improving preparation programs for those who will be placed in positions responsible for providing educational leadership. The internship represents one important dimension of a preparation program, and our conclusion contains a plea for additional state support for the internship.

Economist Charles Benson has stated that "... the cost of an internship at present prices is something in excess of \$10,000."² Generally, the state does not share directly in any of the expenses of providing educational internships, and yet the state is concerned with improving educational leadership. In addition to providing financial support, the state government might also consider other forms

²Charles S. Benson, "Financing Internships: A Look Into the Future," in Stephen P. Hencley (ed.), *The Internship in Administrative Preparation* (Columbus: University Council for Educational Administration), 1963, p. 46.

of aid such as accrediting and evaluating internship programs, serving as an agency for unifying the programs and collecting information, advising the public schools on effective ways to utilize interns, and offering counsel to interested parties whenever it is necessary.

The discussion above was limited to the level of state government. In light of the possibilities for federal financial support, one might speculate that the internship program can be at least partially financed by federal funds. Perhaps a type of cost-benefits analysis can be made to determine what returns, both financial and otherwise, can be obtained from federal investment in the internship.

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